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Homeland Security

United States  
Coast Guard



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**DEPARTMENT OF HOMELAND SECURITY**

**U. S. COAST GUARD**

**STATEMENT OF**

**REAR ADMIRAL WAYNE JUSTICE**

**AND**

**REAR ADMIRAL JOSEPH NIMMICH**

**ON**

**COAST GUARD MISSION CAPABILITIES**

**BEFORE THE**

**COMMITTEE ON TRANSPORTATION AND INFRASTRUCTURE**

**SUBCOMMITTEE ON COAST GUARD AND MARITIME TRANSPORTATION**

**U. S. HOUSE OF REPRESENTATIVES**

**MAY 11, 2006**

## **Introduction**

Good morning Mr. Chairman and distinguished members of the Committee. It is our pleasure to appear before you today to discuss our continuing success in balancing Coast Guard's organizational performance across all eleven missions and to provide you with an update on the Coast Guard's ongoing efforts to improve our mission performance through the skillful application of technology to the Nation's maritime domain awareness needs.

## **The Military, Multi-Mission, Maritime Coast Guard**

The Coast Guard's "world of work" is our oceans, seas, lakes, rivers, bays, sounds, harbors and our waterways – this is the maritime domain and it is unique. Distinct from land borders characterized by clear legal boundaries, our oceans represent the last global commons. We live in an interconnected world. Nowhere is this fact more exemplified than in the maritime domain. It is fundamental to our own and the international community's economic prosperity. As a result, maritime safety and security are not just issues of U.S. national interest and security, but of global stability. The maritime domain is also enormously complex, with an unparalleled variety of users. From the world's largest cruise ships and tankers to professional fishermen and weekend boaters, the profiles of maritime users are as varied as the jagged coastlines surrounding our country.

Thankfully, the nation has built a Coast Guard within the Department of Homeland Security that is able to successfully operate in this complex and unique environment. Single-purpose agencies such as the Revenue Cutter Service, the Lifesaving Service, and the Lighthouse Service have been integrated over the last century into the uniquely effective and efficient Service we are today. The Coast Guard you oversee, the Coast Guard that we have collectively built has a relatively straightforward purpose – exercise authorities and deploy capability to guarantee the safety and security of the U.S. maritime domain. That is who we are, what we are charged to do, and represents the core character of the service. We are military, multi-mission, and maritime.

While the character and nature of our Service are clear, our missions are not static. New threats emerge as others are mitigated and Coast Guard capabilities, competencies, organizational structure and processes must change accordingly. The Coast Guard must be steadfast in its character, but adaptive in its methods.

We now must adapt to the reality of an ever-changing maritime domain. Our mandate and responsibility, indeed our passion, is serving the Nation with the best leadership, authorities and capability we can muster.

The Coast Guard is the lead Federal agency for maritime homeland security; a role supported by its unique complement of authorities, maritime capabilities, proven competencies, and longstanding domestic and international partnerships. Executing this role requires a Coast Guard that is ready to act, enabled by awareness, as well as equipped to sustain an effective presence and mount an effective response to the complex and dynamic maritime environment.

## **The Coast Guard – A Balanced, Multi-Mission Service**

Today's Coast Guard is better and more relevant than ever to the Nation, and in examining mission balance, it would be a mistake to compare the Coast Guard's activity levels before and after 9/11. Rather, the focus should be on examining the Coast Guard's performance with respect to its performance targets, and the degree to which the Coast Guard continues to mitigate risk in the maritime

domain *across all missions*. The post-9/11 environment demands that we: 1) focus on addressing the new threats, 2) reduce risk in the maritime domain, and 3) strive to achieve our performance goals in each mission area.

The Coast Guard has successfully ensured that both Homeland and Non-Homeland security missions are properly executed. We met eight of our eleven mission goals in fiscal year 2005 through a balanced allocation of resources across all eleven Coast Guard mission programs. The three missions that missed their targets were Living Marine Resources (LMR) fisheries compliance (96.4% achieved versus 97% target), Undocumented Migrant Interdiction (UMIO – 85.5% achieved versus 88% target) and Defense Readiness combat readiness rating (69% achieved versus 100% target).

To achieve this mission balance, the Coast Guard allocated approximately 46% of its mission resources toward its Safety and Waterways Management (also referred to as Maritime Mobility) goals and allocated approximately 54% of its mission resources toward its Security and Defense goals. While we will not have the final results tally of our fiscal year 2006 performance until the spring of 2007 (boating fatality data comes to us via the states on their calendar year schedule), all indications are that fiscal year 2006 will have achieved a Coast Guard mission performance balance similar to that of fiscal year 2005.

Coast Guard forces are flexible, rapidly employable and able to respond to crises with a full range of capabilities. The Coast Guard has adapted to growing mission demands to enhance maritime security while continuing to meet other mission requirements. For example, in 2005, the Coast Guard:

- *Secured the maritime border:*
  - Completed verification of security plans, required by the Maritime Transportation Security Act (MTSA), for U. S. port and facilities and vessels operating in U. S. waters;
  - Completed 31 foreign port security assessments in order to improve our awareness of foreign port compliance with international requirements;
  - Prevented more than 338,000 pounds of cocaine (an all-time maritime record) and over 10,000 pounds marijuana from reaching the United States;
  - Interdicted nearly 9,500 undocumented migrants attempting to enter the country illegally by sea, the second highest number of any average year in the past 20 years;
- *Enhanced national maritime preparedness:*
  - Began comprehensive security reviews of waterside nuclear power plants;
  - Created formal processes for addressing security concerns and requirements involving the siting of new shore-side Liquefied Natural Gas facilities;
  - Established a new Area Maritime Security Exercise program requiring annual local exercises, and is designed to assess the effectiveness of the Area Maritime Security Plans and the port community's preparedness to respond to security threats and incidents. Funding appropriated for fiscal year 2006 will bolster this effort significantly.
- *Strengthened partnerships:*
  - Established a National Maritime Security Advisory Committee in order to provide a strategic public-private forum on critical maritime security topics;
  - Launched *America's Waterways Watch*, a citizen involvement program that leverages the Coast Guard's relationship with the maritime public;

- Deployed the *Homeport* information sharing web portal, which allows for collaboration and communication in a controlled security environment (for sensitive but unclassified material) among Area Maritime Security Committee members and port stakeholders at large;
  - Conducted more than 268,000 security patrols, 5,800 air patrols and 10,000 security boardings; and
  - Provided security escorts to over 10,000 vessels.
- *Saved lives and property:*
    - Saved over 33,000 lives in the wake of Hurricanes Katrina and Rita, the largest search and rescue operations in United States history;
    - In addition to hurricane response, responded to more than 32,000 calls for maritime rescue assistance;
    - Saved the lives of over 5,600 mariners in distress;
- *Protected the environment:*
    - Boarded more than 6,000 fishing vessels to enforce safety and fisheries management regulations, a 30 percent increase over 2004;
    - Conducted more than 3,000 inspections aboard mobile offshore drilling units, outer continental shelf facilities and offshore supply vessels;
    - Responded to 23,904 reports of water pollution or hazardous material releases from the National Response Center, resulting in 4,015 response cases;
- *Facilitated maritime commerce:*
    - Kept shipping channels and harbors open to navigation during the Great Lakes and New England winter shipping season;
    - Ensured more than 1 million safe passages of commercial vessels through congested harbors, with Vessel Traffic Services;
    - Maintained more than 50,000 federal aids to navigation along 25,000 miles navigation channels;
- *Supported national defense*
    - Safely escorted more than 169 military sealift movements at 13 different major U.S. seaports, carrying more than 20 million square feet of cargo;
    - Maintained an active patrol presence in the Arabian Gulf in support of U.S. Navy and allied naval units

Looking toward fiscal year 2007, our budget submission has us poised to take another step forward to further strengthening your Coast Guard's preparedness across all of our missions, to further improve your Coast Guard's ability to monitor, detect, and classify friend and foe within the maritime domain and to enhance our capability to respond to all hazards/all threats in the maritime domain. Our fiscal year 2007 budget submission "value proposition" can be summarized as follows:

***Strengthen Preparedness.*** Coast Guard readiness is a cornerstone of national maritime preparedness. Strengthening preparedness within the U.S. maritime domain is a core competency and responsibility of the Coast Guard. It depends directly on the readiness of Coast Guard cutters and aircraft, infrastructure and personnel. The FY 2007 requests funding to preserve and strengthen Coast Guard readiness. Relevant budget initiatives include:

- Depot level maintenance and energy account: **\$51.3 million** to close inflationary cost growth gaps. These are bills that must be paid; without increased funding, Coast Guard readiness will be eroded.
- Medium endurance cutter mission effectiveness project: **\$37.8 million** to support the Mission Effectiveness Project (MEP) for 270-foot and 210-foot Medium Endurance Cutters (WMEC). Our 210-foot and 270-foot cutters are currently operating with obsolete equipment and subsystems that must be replaced. The project includes replacing major sub-systems such as small boat davits, oily water separators, air conditioning and refrigeration plants, and evaporators. The main propulsion control and monitoring systems will also be upgraded. This effort is vital to sustain our legacy fleet of medium endurance cutters until they are recapitalized.
- Operations and Maintenance for new assets: **\$30.5 million** to fund operations and personnel for the airborne use of force program, the first national security cutter, new maritime patrol aircraft and secure communications systems; **\$42.3 million** for Deepwater logistics support.
- Personnel protective equipment: **\$7.2 million** to replace obsolete oxygen breathing apparatus aboard ships and training centers with safer self-contained breathing apparatus (SCBA). Over the past 30 years, all shore-based Federal fire fighters, the Military Sealift Command, all western navies, all merchant ships, the U.S. Air Force and all U. S. Navy flight deck personnel have adopted and use exclusively the open circuit SCBA. The Navy is currently replacing all their OBAs with SCBAs. This leaves the Coast Guard as the only fire fighting organization without SCBA for its personnel. In order to ensure the personal protection of Coast Guard personnel while serving aboard Coast Guard cutters, the transition from using the obsolete OBA to the SCBA is essential.
- Shore infrastructure and aids-to-navigation: **\$25.9 million** to recapitalize aids-to-navigation nationwide and rebuild or improve aged shore facilities in Cordova, Alaska (housing), Integrated Support Command Seattle and Base Galveston. These funds are necessary to improve critical shore infrastructure essential to supporting Coast Guard personnel as they execute missions and operational requirements.

***Enhance Capability.*** Just as important to being ready and aware is equipping and training Coast Guard personnel with the *capabilities* and competencies to respond effectively. For example, the advance information required of vessels arriving to the United States is critical to understanding who and what is arriving in order to identify potential threats. However, if Coast Guard cutters and aircraft do not have the capabilities necessary to deal with identified threats early and effectively, an opportunity to mitigate risk is lost. Relevant budget initiatives include:

- Deepwater: **\$934.4 million** (total). The FY 2007 request for the Deepwater program reflects the Administration's continued commitment to the recapitalization of the Coast Guard's aircraft and ships, and the network that links them together into an integrated system. More capable and reliable cutters, boats, aircraft and associated systems will enhance safety and

security in U. S. ports by improving the Coast Guard's ability to perform all its missions. Specifically, the fiscal year 2007 request provides funding for the fourth National Security Cutter, the first Fast Response Cutter, HH-65 and HH-60J conversions, new maritime patrol aircraft, HC-130J operations, sustaining the HC-130H, arming two HH-60's and 34 HH-65's at seven Air Stations, and development of shipboard and land-based vertical unmanned aerial vehicle systems.

- Rescue 21: The FY 2007 request for **\$39.6 million** is to continue system design (two locations), preparation (four locations) and installation (seven locations). The Rescue-21 project represents a quantum leap in maritime communications technology, enhancing effectiveness across all coastal missions.
- National Capital Region air defense: The FY 2007 request for **\$62.4 million** is to establish infrastructure, acquire additional aircraft and fund operations for this newly assigned homeland security mission in the Nation's capital. The air defense mission in the National Capital Region rests with the Department of Defense (DOD) under the construct of OPERATION NOBLE EAGLE. Through a Memorandum of Understanding, DOD has assigned this requirement to the Department of Homeland Security (DHS). The Coast Guard has been directed to execute this requirement on behalf of DHS. Requested funding is critical to stand-up this new capability and avoid negative impacts to other Coast Guard missions.
- Response Boat – Medium: The FY 2007 request for **\$24.8 million** is to begin low-rate initial production to replace 41-foot utility boats and non-standard boats.
- Maritime Security Response Team (MSRT): The FY 2007 request for **\$4.7 million** is to provide additional personnel and transform the prototype Enhanced Maritime Safety and Security Team in Chesapeake, Virginia. into an MSRT, providing on-call maritime counter-terrorism response capacity. This request will also enhance maritime combating-terrorism training facilities at the Coast Guard Special Missions Training Center at Camp Lejeune, N.C.

**Maximize Awareness.** Securing our vast maritime borders depends upon our ability to enhance maritime domain awareness (MDA). Effectively addressing maritime vulnerabilities requires maritime strategies that not only “harden” targets but detect and defeat threats as far from U.S. shores as possible. Success requires improved awareness of the people, vessels and cargo approaching and moving throughout U.S. ports, coasts and inland waterways. Relevant budget initiatives include:

- Nationwide Automatic Identification System: **\$11.2 million** to continue procurement plans and analysis for deployment of a nationwide system to identify, track and exchange information with vessels in the maritime domain.
- Maritime Domain Awareness: **\$17 million** to support follow-on and new initiatives, including a new Coast Guard counterintelligence program, prototype Sector and Joint Harbor Operation Center support, and expanded secure communications system infrastructure.
- Deepwater C4ISR: **\$60.8 million** to develop and install systems and subsystems that are part of the Deepwater Command, Control, Communications, Computer, Intelligence, Surveillance and Reconnaissance (C4ISR) system. This system is designed to support designated Coast Guard commanders in the exercise of authority while directing all assigned forces and first responders across the full range of Coast Guard operations. This system of “eyes and ears”

allows us to see, hear and communicate activity occurring within the maritime domain, which is critical to deterring and defeating threats before reaching our shores.

## **Improving the Nation's Maritime Domain Awareness**

In spite of our service's best efforts, and those of our partner agencies, the nation is still subject to an estimated four malicious maritime incursions each week. These vessels bring illegal immigrants, narcotics and a variety of other contraband to our shores. Because of their ability to carry large varieties and quantities of persons and cargoes, they have the potential to be much more damaging to our economy and society than we have experienced to date. The phrase "finding a needle in a haystack" is an apt description of the challenge. The foundation of our maritime strategy relies on three key priorities:

- Achieve Maritime Domain Awareness;
- Establish and Lead a Maritime Security Regime; and
- Deploy Effective and Integrated Operational Capability.

These are not stand-alone goals, but rather part of an active system of layered maritime security. For example, the Maritime Transportation Security Act (MTSA) led to the establishment of domestic and international AIS carriage requirements for certain commercial vessels. But without investment in systems to collect, analyze and disseminate the AIS signals we lose the opportunity to assess threats early. Similarly, the detection, identification and interdiction of small vessels (that certainly do not advertise their position) used by smugglers throughout the Caribbean and Eastern Pacific requires persistent surveillance capabilities. In the end, Coast Guard assets must be capable of mounting a dependable response to identified threats lest we have information but not the capability to act. Put another way, having airborne sensors identify and track suspicious vessels is of little use without surface forces able to respond.

Coast Guard assets and systems are required to operate across a diverse operating area including within our ports, in the littoral region, and far offshore. Thanks to the strong support of the Administration, Congress and this Committee in particular, a number of initiatives are underway to transform Coast Guard capabilities. With regard to Maritime Domain Awareness we have made great strides, but we have much more to do, such as:

### ***Partnerships***

We are establishing partnerships to share information and better leverage resources. These efforts include partnerships between Federal departments, such as Project Seahawk in Charleston, and our Joint Harbor Operations Centers with the Navy and other partners in San Diego and Hampton Roads. We are working with local port authorities and other entities to share information from cameras, radar and other sensors to capitalize on existing capability. And internationally we are developing bilateral information sharing agreements with a number of other maritime nations, as well as pursuing global solutions at the International Maritime Organization.

### ***Research***

We are also partnering with the Department of Homeland Security's Science and Technology directorate and the Domestic Nuclear Detection Office, as well as numerous entities within the Department of Defense, to explore technological solutions to some of our "thorniest" problems. These include converting a tethered aerostat from use detecting only airborne targets to a system that can also for maritime surveillance, investigating improved ways of associating information with vessel tracks, better detecting and identifying nuclear and radiological material, and intelligent software to aid in port and

harbor surveillance. We have just completed the first stage of an effort to look at probably our most difficult problem – accessing, correlating and organizing all relevant existing data about a given vessel, cargo or person. When complete, this will help us use the wealth of existing data to “connect the dots” and form clearer and more detailed pictures than we have been able to create to date.

### ***Technology Deployment***

Finally, we are taking a serious and deliberate look at all of our needs and how to prioritize and address them with technology that is available today. Through the Presidentially-chartered Maritime Domain Awareness Implementation Team, senior officials from across almost every Federal department are looking at roles, responsibilities, existing capabilities, and gaps in the Nation’s maritime awareness. As co-chair of that group, along with Brigadier General Rudesheim from the Joint Staff at DoD, I will be helping to lead this effort to develop, among other things, an investment strategy that will help leverage existing capabilities and guide future budget efforts.

### **Conclusion**

Mr. Chairman and members of the Committee, the Coast Guard continues to execute all of its missions, while continuing to improve maritime domain awareness. Vice Admiral Cross reported to you in March of this year, the Coast Guard’s response to Hurricane Katrina gave the nation a renewed appreciation of the value of having our Coast Guard ready and able to bring the full force of its military and multi-mission, maritime assets to bear at a moment’s notice. Likewise, during his confirmation hearings, Vice Admiral Allen emphasized the interconnected nature of the safety, security and defense issues successfully being managed every day by our Coast Guard and DHS partners in the maritime environment. Finally, in his final State of the Coast Guard Address, Admiral Collins recounted with justifiable pride the significant accomplishments that the men and women of our Coast Guard achieved during his final year as Commandant.

Mr. Chairman, the efforts and contributions of this very committee played a significant role in all those noteworthy achievements. For our entire military, civilian and volunteer Auxiliary team, we thank you for the opportunity to testify before you today. Mr. Chairman and members of the Committee, we will be happy to answer any questions you may have.